

GREENSPACE 2000

**Improving our Quality of Life
for the Next Century**

CANCELLED



**Regional Municipality of
Ottawa-Carleton
Planning Department
August 14, 1990**



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**Regional Municipality
of Ottawa-Carleton
Municipalité régionale
d' Ottawa-Carleton**

**Inter-Departmental Correspondence
Note de Service**

TO/DESTINATAIRE

Coordinator
Planning Committee

FROM/EXPÉDITEUR

Planning Commissioner

SUBJECT/OBJET

DATE: November 20, 1990

Greenspace 2000 Proposal

File: 1-545

Introduction

This report summarizes the public response to the Greenspace 2000 proposal. It recommends that due to lack of support, the proposal not be pursued.

Background

Greenspace 2000 report was tabled at Planning Committee on August 14, 1990. Planning Committee directed staff to consult with the public for approximately 90 days before deciding on the recommendation to establish a date for the formal public meeting and to bring the item back to committee in November.

A number of municipalities, agencies and individuals have indicated that they need more time to respond. Therefore, the response is not complete. However, a fair amount of feedback has been received to date. That response is appended in Annexes as follows:

- Annex A - Summary of Feedback Forms
- Annex B - Summary of Open House Comments
- Annex C - Letters received to date
- Annex D - Petition opposed to Greenspace 2000

Public Response

In general, the response was overwhelmed by opposition from rural landowners affected by the greenspace proposal. The fear of expropriation, even though this was not a major part of the proposal, drove the response. In addition to the outright opposition there were a number of letters/forms/comments opposed to the proposal but with more specific comments. There were also favourable responses.

There is a great danger, in summaries of this kind, of trying to group responses based on their similarity. In actual fact, the range of responses is very wide. While there is no consensus on this matter, the majority reject the proposal as presented.

Responses generally fell into the following categories but this list is not all inclusive. More detailed summaries are attached in the annexes.

1. Need to preserve greenspace. Opinion was mixed on this. Some suggested that Ottawa-Carleton has sufficient undeveloped area in and about it to provide greenspace for a long time into the future. Others felt that greenspace should be provided at the time of development proposals and paid for by developers and/or area municipalities. A very large number of people feel it is important to protect environmentally sensitive areas such as wetlands but did not support the concept of a continuous greenbelt. A smaller number supported linking environmental areas but not in the form of a continuous greenbelt. There were few comments on, and little consideration given to, the concept of greenspace shaping the future urban form.
2. Process A great deal of concern was expressed about the manner in which this proposal was developed and released. Most respondents said that the region should move more slowly, collect more technical information and provide options. The majority response seemed to be that in the absence of alternatives it was difficult to view the proposal in an analytical way. It appeared to be a fait-accompli. Many suggested that alternative greenspace configurations and alternatives to the acquisition policy would have received more support.
3. Objectives. To a lot of people, the notion of permitting development in the proposed system (research and business park etc) was contrary to the objectives for protecting greenspace. There was also a concern that land might be expropriated to protect it as greenspace and then at a later date be developed by the Region.

Many people suggested that before proposing a greenspace system to implement the objectives, the Region should have assessed how well the existing greenbelt is working.

4. Land Acquisition. The opposition to expropriation overwhelmed the feedback process. Landowners were upset that the policy, as written, left them in a

state of uncertainty as to whether or not the Region would acquire their land and home. Most were of the opinion that, despite promises of market value, they would never receive a fair price. Large land owners feared that the expected future value of their property would not be realized. This was particularly true of farmers who would require an official plan amendment to develop their land for residential uses. They maintained that despite potential future pressures for development, the amendment would not be seriously considered and the Region would acquire the land at below market value.

As mentioned earlier, there was also criticism that alternatives to land acquisition had not been explored. Most frequently mentioned were:

- i) protection through existing land use controls and;
 - ii) acquisition of development rights as opposed to outright acquisition of the land.
5. Cost. There was a criticism that acquiring greenspace should not be a priority in expending municipal funds. In addition, the long term costs of managing and maintaining the land would be far in excess of the initial costs of acquisition. Finally, the Region was criticized for not placing a dollar value on the proposal.

Discussion

The public response to this proposal has not been favourable and it should not be pursued. However, there is significant support for the long term preservation of some open space. This is particularly true of long term preservation of areas with environmental significance, floodplains and other areas associated with the region's rivers and streams.

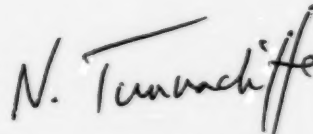
Regional Council has in a previous report expressed support for the protection of wetlands. Staff has been directed to review Natural Environment Area policies when a Wetlands Policy Statement is adopted by the Province. In addition there is merit in reviewing the experience in the Greater Toronto Area with respect to protecting open space. Through the Greenlands Study, provincial financial support is being suggested. Other opportunities to gain provincial policy support are being investigated.

If anything has been learned from this process it is the recognition that more community involvement will be needed at an early stage in the process to agree on objectives and to consider alternatives prior to the development of policies.

Finally, proposed Amendment 20, dealing with Future Transportation Corridors, was incorporated in the Greenspace 2000 proposal. While it will not be pursued either at this time, the need to identify and reserve potential future corridors remains important. Staff will investigate alternative ways of achieving these objectives and will report back at a later date.

Recommendation

It is recommended that Planning Committee not pursue the Greenspace 2000 report or proceed with proposed Official Plan Amendments 19 and 20.

A handwritten signature in dark ink, appearing to read "N. Tunnacliffe". The signature is written in a cursive style with a prominent initial "N" and a long, sweeping underline.

N. Tunnacliffe

/aw

GREENSPACE 2000:

IMPROVING OUR QUALITY OF LIFE FOR THE NEXT CENTURY



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GREENSPACE 2000:
Improving Our Quality of Life for the Next Century

1. INTRODUCTION

1.1 Preamble

The initiative of the federal government to create the Greenbelt and the Gatineau Park was a masterpiece of environmental and economic planning which continues to benefit our region with the quality of life and economic development opportunities it brings. With almost all net population growth occurring outside the greenbelt we are threatened with the type of urban sprawl which has engulfed the regions surrounding Metro Toronto.

Fortunately we have an opportunity to determine and direct our destiny because the amount of growth and the rate of growth is not such as to have cut off opportunities, though in some areas it is becoming difficult. Our quality of life measured by the existing greenspace is unparalleled. Council's objective should be to maintain and enhance the quality of life as our community grows. An improving quality of life is likely to make our region more attractive to economic development so increasing prosperity in the future.

The combined effect of enhanced quality of life measured by increased publicly owned greenspace to protect the environment and corridors for transportation, including public transit, will ensure this region a dynamic future. Public land ownership of the greenspaces and the transportation corridors will enable future Council's to shape and influence the direction and nature of growth and development as no community has done before.

The long term view taken in this report also recognizes the role of the private sector as the prime instrument of the development process. The three urban centres now developing outside the existing greenbelt can be expanded under this scheme to 400 - 500,000 people, that is they have the opportunity to grow and develop to a similar size to the area now within the existing greenbelt.

1.2 Background

At the Planning Committee meeting of 22 March, 1988, staff were directed to study the long term land requirements for regional infrastructure and open space (i.e. beyond the Official Plan horizon). The completed report "Ottawa-Carleton: Opportunities for the Future" was tabled with Planning Committee on 11 April, 1989. At that time, staff was directed to undertake a consultative process with area municipalities, the National Capital Commission and other agencies to discuss the report.

Staff were also directed to report back to Planning Committee in the fall with an interim report on the consultation process. This report was delayed while staff explored opportunities to coordinate work with the NCC.

This report: 1) reports back on the consultation process (attached as Annex A), and
2) proposes policies to implement the project.

1.3 The Need for Action

Since the RMOC was established in 1969, the population has grown approximately 40%; one of the fastest growing large urban areas in Canada. One of the reasons for this growth is the economic vitality of the Region brought about in part by the quality of life. This quality of life is based on 1) the attractiveness of the area and its open spaces, concentrated mainly along the Ottawa and Rideau Rivers in conjunction with the federal greenbelt and 2) the high quality public transit system based on the "transitways". The concept of three distinct urban centres outside a main urban core surrounded by a greenbelt in public ownership was the basis of the first Regional Official Plan adopted in 1974.

With increasing development taking place, the original concept, while not complete, is filling out as evidenced by the proposals being made for expansion of two of the three urban centres. These proposals will be evaluated in the context of a development concept founded on maintaining the quality of life. Providing additional greenspaces is one way of doing this. This has to be done with a long term perspective. Once land is developed the opportunity to provide open space or preserve its natural attributes is gone for ever. Furthermore, taking the long view in identifying corridors for infrastructure within a future development area, creates certainty and gives direction to future investors. Defining future development areas sufficiently far ahead allows proper sizing of infrastructure which will save money in the long run.

1.4 Results of the Consultation Process

A summary of the consultation process is attached as Annex A.

While some participants would have preferred a broader examination of alternative scenarios, most: 1) supported the concept of the identification and acquisition by a public authority of additional greenspace; and 2) saw the value in acquiring corridors for future infrastructure requirements.

2. THE PROPOSAL

The reasons for the location of and the characteristics of additional greenspace, and land for infrastructure corridors, are quite different and are therefore dealt with separately.

2.1 Environmental Protection

Within Ottawa-Carleton a number of initiatives address environmental protection. Two policy designations in the Regional Official Plan, Natural Environment Areas and Marginal Resource Areas (Restricted), specifically identify areas of environmental significance and seek to protect them. In addition, policies ensure that only appropriate development, if any, occurs on lands characterized by flooding, organic soils or steep slopes. In the past year, Regional Council also made a commitment to the protection of wetlands and, when a provincial policy is in place, will amend the Official Plan to implement it. Finally, Regional Council has acquired some key areas in Natural Environment Areas and in the river corridors for recreation and environmental protection.

Local municipalities have similar policies in their official plans and some have acquired land of environmental importance. The National Capital Commission has probably contributed the most of all levels of government to enhancing the quality of life by ensuring large amounts of greenspace remain undeveloped.

2.2 Greenspace

Greenspace 2000 is more than environmental protection however important that is. By building on the important environmental areas other lands are included including agricultural lands, lands with potential for recreational development and lands having potential for business and research parks eg. Research Triangle Park in North Carolina and the proposed park by Bell Northern Research in the existing greenbelt. Opportunities might be provided for educational facilities (a third university perhaps) and other conforming institutions (hospitals perhaps).

The economic opportunities afforded by Greenspace 2000 are as important as the opportunities to protect the environment. In the long term, as development occurs in the urban centres, opportunities for development will occur on lands identified as part of Greenspace 2000. The increased value will enable the recovery of part or all of the initial investment.

This proposal for a Greenspace System should be evaluated in the context of the other initiatives going on in Ottawa-Carleton. It is not intended to replace existing policies or programs but to enhance them. The proposal is derived from four principles as follows:

- a) The concept builds on and expands the existing greenbelt using natural environment areas, wetlands, areas prone to flooding, other rivers and streams and areas of scenic quality.
- b) The concept creates greenbelts beyond the existing limits of urban development allowing room for significant expansion of each of the 3 urban centres outside the existing greenbelt.
- c) The concept ensures the separation of the three urban centres so they do not coalesce.
- d) The concept provides for linear corridors for passive open space recreation such as cycling and for wildlife links between large environmental areas.

Figure 1 shows the elements which have been used to create a Greenspace System. They include some major Wetlands and Natural Environment Areas, major floodplains, existing major public land assemblies and the existing greenbelt.

Figure 2 shows how these elements have been linked to create a proposed Greenspace System around each potential development area.

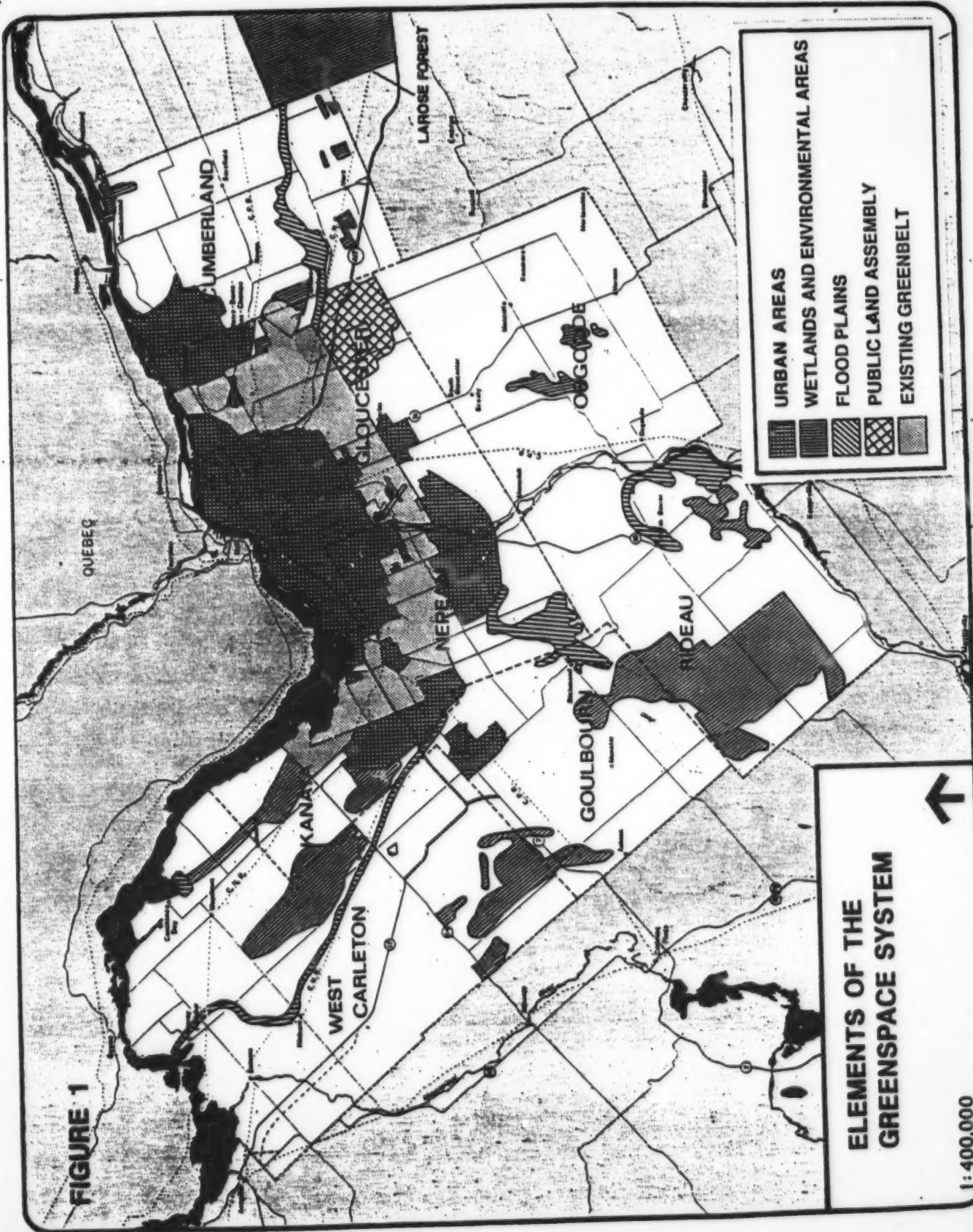
2.2.1 Development of a Greenspace System

Important considerations relating to the location of the Greenspace System are discussed below:

a) Separation of Communities

Southeast: The majority of participants in the consultation process were in favour of ensuring the separation of the three urban centres in some fashion. This, in fact, is seen as a priority in the development of a Greenspace System. In the south-east, the projection of the federal greenbelt at Mer Bleue represents the most appropriate location for this wedge. The connection between Mer Bleue and Larose Forest provides some options. A link could be formed, in the main, by following Bear Brook. This route has a number of advantages:

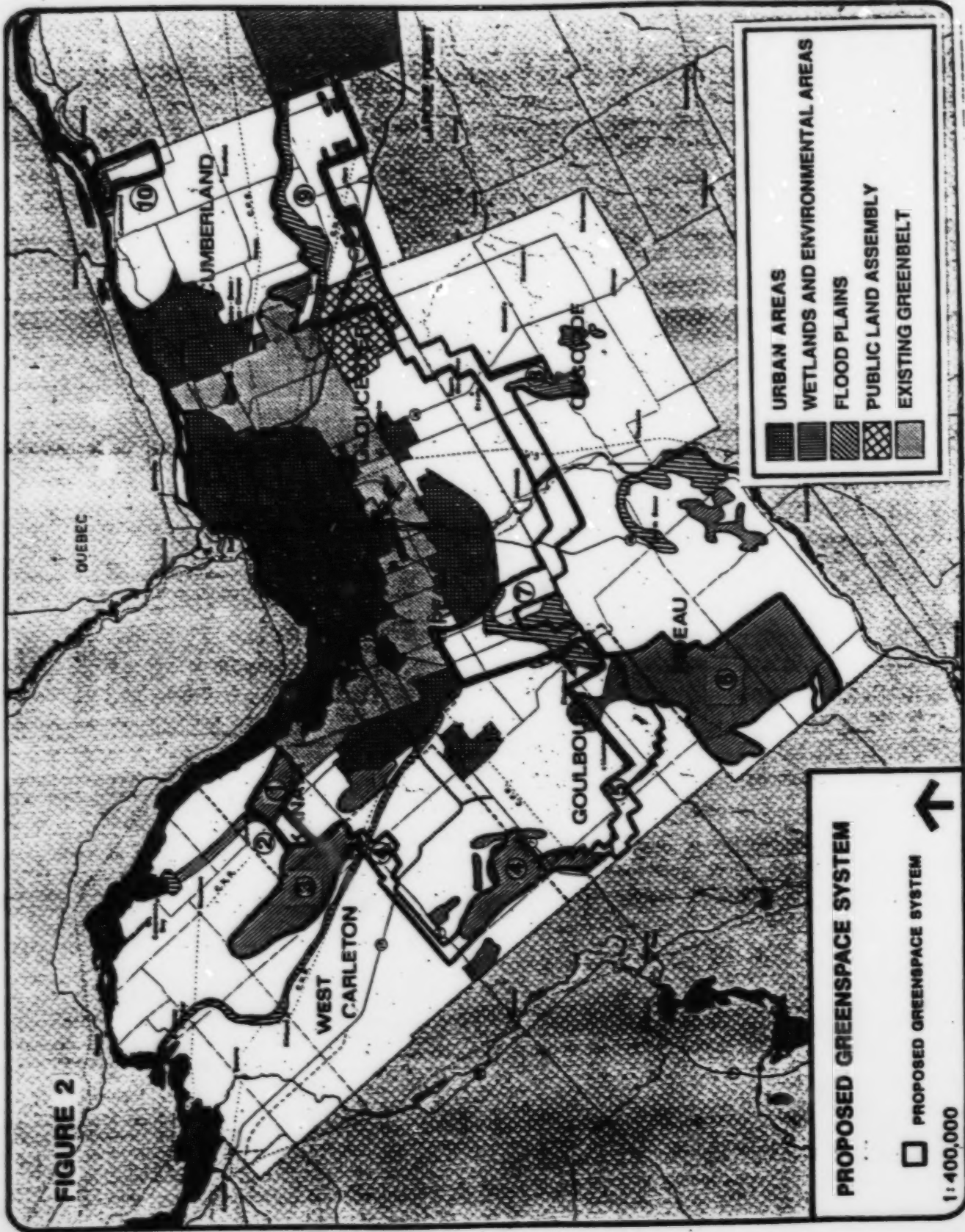
FIGURE 1



**ELEMENTS OF THE
GREENSPACE SYSTEM**

1:400,000

FIGURE 2



- 1) it is primarily floodplain land and may be unsuitable for development;
- 2) a river and its shoreline provide habitat for a wide range of wildlife species as compared to many other habitats; and
- 3) it provides a corridor of scenic variety. The proposal takes advantage of lands already in public ownership (Cumberland Forest) by taking in lands between the Bear Brook and 417.

Southwest: The opportunity for providing a green wedge between the South and West Urban Centres, exists by creating a link between the existing federal greenbelt and the Marlborough Forest. There are a number of factors to consider: 1) the Jock River floodplain; 2) the location of the Village of Richmond; 3) planned greenspace by the City of Nepean; 4) the future Highway 416; and 5) the existing quarry operations near Fallowfield.

In general, it was felt that Highway 416 provides a logical boundary for the greenspace corridor. In time this area will become a prestige location with the south urban centre on one side and greenspace on the other. As such it might then have development potential for a prestige institution or research facility.

The Jock River Valley provides the same opportunities as the Bear Brook in the previous discussion. In this case, it also provides a link to the Rideau River and incorporates objectives of the City of Nepean for open space along the Jock River. However, passing through Richmond Village does not provide much opportunity for width in the proposed greenspace. Therefore the proposal goes around Richmond Village. West of the Village the greenspace is widened north of the Jock River to take in part of the wetlands north of Regional Road 10 and to provide future development opportunities.

b) Links in the West

Areas of environmental significance will act as nodes in the Greenspace System in the west: Marlborough Forest, the Pinery, Long Swamp and associated wetland, and the Carp Hills. The intent is to link these nodes so that a continuous belt will be formed around the general location of the West Urban Centre while maintaining links with the existing federal greenbelt.

Between the Marlborough Forest and the Class 1 wetland at Long Swamp, a continuous link exists in the Jock River. For the same reasons as defined above, the river provides an excellent link between nodes. However, any link between the Carp Hills and either Long Swamp westward or the federal greenbelt eastward, will be arbitrary. The links proposed in Figure 2 take the route of least disruption, encompass the Carp Airport and provide separation between Carp Village and any future development in the West Urban Centre.

c) Links in the South

There is no obvious natural link between the Marlborough and LaRose Forests. The main environmental feature in this area is the Osgoode Bog. A green belt linking this feature west and east is proposed to avoid existing and proposed county lot development.

d) Links in the East

Except for the link in the south-east, discussed above, no other major greenspace has been provided for. If the principle of approximately 3 equal sized urban centres were to be provided for the link from the LaRose Forest to the Ottawa River would be located in the County of Russell. The province owns land in Clarence Township which would serve as the nucleus for a link from the MacSkimming School to LaRose Forest. Accordingly the land surrounding MacSkimming School has been identified as greenspace.

2.2.2 Land Area within Greenspace 2000

The total land area within the proposed Greenspace System is approximately 49,000 ha (as compared with the existing federal greenbelt at 19,000 ha). For evaluation purposes, the areas are set out in Table 1 by Regional Official Plan designations. Slightly over one fifth of the proposed greenspace is already in public ownership.

2.2.3 Financing Greenspace 2000

The Greenspace System should be acquired by public agencies. The quality of life has important benefits for most people. As a community we cannot afford not to act. Approximately 10,000 hectares are already in public ownership. It is proposed the Region take the lead in this by financing a program of acquisition over the long term. A separate report to Executive Committee and Council will be forthcoming on a specific proposal for financing Greenspace 2000. What follows provides background for the information of Planning Committee.

TABLE 1

PROPOSED GREENSPACE SYSTEM
(HECTARES) *

Ref*	Area	Natural Env.	Warg (rest.)	Agric.	Mineral	Gen. Rural	TOTAL
1	Constance Lake		1,180				1,180
2	Link			115		325	440
3	Carp Hills		3,460 (580)				3,460
4	Long Swamp Link	1,220 (365)	1,075 (65)	850 (130)	25	550 (235)	3,720
5	Ashton Link			1,785		3,475	5,260
6	Marlb. Forest	12,140 (6,670)					12,140
7	Stoney Swamp Link			4,860	665	820	6,345
8	Osgoode Swamp Link			2,965	80	4,075 (1,280)	7,120
9	Bear Brook Link	660 (660)	360	5,000		2,505	8,525
10	MacSkimming Science School	115		510		595 (105)	1,220
	TOTAL	14,135 (7,695)	6,075 (645)	16,085 (130)	770	12,345 (1620)	49,410
Public Land noted in brackets ()							
TOTAL Greenspace System		49,410					
Public Land		10,090					
To Purchase		39,320					

*See Figure 2.

The natural environment areas within the proposed Greenspace System are already supported by a land acquisition policy in the Regional Official Plan. The funding for these comes from the Environment Areas Acquisition account. The authority for this account, now at \$8.02M, has not been increased for some years. It now has an unencumbered balance of approximately \$1.8M.

It is proposed that the Environmental Areas Acquisition account be expanded to a Greenspace Acquisition account in order to acquire the lands over a number of years. The creation of Greenspace 2000 will benefit all residents, existing and new. It should be a cost to all residents. Therefore it is proposed that Greenspace 2000 be funded from a contribution from the general levy. In order to provide the necessary funds it is proposed that a percentage increase in the general levy be levied each year 1991 - 2000. It is impossible to provide an accurate cost of the initial acquisition. It will depend on many things eg. timing, economic health of the community.

Historically, Council has been buying land in the environmental areas at between \$500 and \$750 a hectare. Some land will continue to be purchased at these prices. On the other hand land close to the urban area will cost considerably more. Looking at the progress made in the Marlborough Forest, it is suggested Council should consider a long term purchase plan lasting 20-40 years. The financing plan based on a 2% increase in the levy 1991-2000 would result in approximately \$220M being available to the year 2000. Thereafter if Council were to maintain the 2000 level of contribution \$40M would be available annually.

This report deals with the principles of establishing a greenspace system and its acquisition. Acquisition may also increase the Region's land management responsibilities resulting in demands for more staff. This will be dealt with in a later report when the extent and rate of acquisition becomes more clear.

2.2.4 Relationship to the Regional Official Plan

Section 24 of the Planning Act, 1983 stipulates that no public work shall be undertaken and no by-law shall be passed which does not conform with the Official Plan. Section 25 of the Act further provides that if the Official Plan includes provisions related to the acquisition of land, then Regional Council can acquire land for the purpose of developing any feature of the Official Plan. Therefore, it is prudent for Council to designate the Greenspace System in the Official Plan.

Section 164 of the RMOC Act authorizes Regional Council to pass by-laws for acquiring land related to public parks, forests and recreation areas. Therefore, subject to the above-mentioned Official Plan Amendment, Regional Council can acquire land for a Greenspace System.

An important aspect of the proposed official plan amendment is that it leaves in place all the designations in the existing official plan. It provides that Council may acquire land within the Greenspace System at any time by agreement or expropriation. If development is proposed as permitted by the existing designation the amendment provides for Council to consider whether it should acquire the land to ensure its objectives are achieved. In the event acquisition is decided upon the official plan amendment provides for negotiation to take place. If a price could not be established recourse would be had to the OMB to establish a price.

2.2.5 Major Parks in Urban Centres

The report "Opportunities for the Future" identified the need to establish the location of at least one major park centrally located within each enlarged urban centre. Examples are Stanley Park (Vancouver) High Park (Toronto) Britannia Park (Ottawa). These parks would provide the dual function of passive open space within the urban centre and facilities for active sports and recreation. The latter are the responsibility of area municipalities. They should have a major role in determining the size and location of such facilities. Area municipalities are now working on plans to expand east and west urban centres and to define land uses and policies for the southurban centre. Regional staff have an opportunity to have input in that planning work. It will result in local official plan amendments which will be approved by Regional Council. Recommended below is a policy asking area municipal councils to identify the location of a major park in the official plan amendment they bring forward to designate land in the enlarged urban centres.

2.3 Corridors for Infrastructure

The analysis undertaken for "Ottawa-Carleton: Opportunities for the Future" suggested that each urban centre in excess of half a million people would require at least two transportation corridors made up of freeway and transitway in one direction and at least one at right angles to the main direction. This would be orientated towards the main urban area contained within the greenbelt. See Figure 3.



FIGURE 3

FUTURE TRANSPORTATION CORRIDORS

FUTURE TRANSPORTATION CORRIDORS

THE REGIONAL MUNICIPALITY
OF OTTAWA-CARLETON
Planning
Municipalité Régionale
d'Ottawa-Carleton

Scale 2.5 0 2.5km.
Échelle 2.5 0 2.5km.



Gloucester
Orig: 306

Napan
River

Jack River

Ottawa
Napan

Ottawa

Ottawa
Napan

West Carleton

Determination of the specific location of these corridors is not yet complete. However, in order to protect them in the long term, policies are required in the Official Plan. The intent is to designate these corridors conceptually in the Regional Official Plan. At the time of Official Plan Review, or in the context of a specific development proposal impacting on these corridors, their configuration will be assessed. This is being done now in the work being done relating to the East South Urban Centres and will be done in the work to be done in the West Urban Centre.

It is emphasized that these are major corridors that may require a right-of-way of 150 metres. Identifying them prior to development avoids enormous disruption, not to speak of incompatible land uses, at a later date.

3. RECOMMENDATIONS

It is recommended that Planning Committee:

1. Receive proposed Regional Official Plan Amendment 19, attached as Annex B to designate a Regional Greenspace system and provide policies for its protection, and schedule a public meeting.
2. Receive proposed Regional Official Plan Amendment 20, attached as Annex C to designate Future Transportation Corridors and provide policies to ensure their protection, and schedule a public meeting.
3. Recommend that Council ask Area Municipal Councils to identify the location of a major park to provide for active and passive recreational activities in official plan amendments dealing with expansions to the urban centres.

N. Tunnicliffe

ANNEX A

SUMMARY OF CONSULTATION

1. PARTICIPATION

1. The consultation process included a number of discussions in the summer and early fall of 1989:
 - i) Four sessions for municipal planners and staff of local, provincial and federal agencies involved in infrastructure and open space planning.
 - ii) One session directed at consultants and developers.
 - iii) One session directed at community groups and special interest groups.
 - iv) One session for futurists and groups oriented towards futures research.
 - v) One session for the Institute of Transportation Engineers.
2. More focussed discussions were subsequently held with planners of area municipalities to examine the specific implications of this scheme for requirements, on the ground, within their municipal boundaries. Further discussions will be required before exact locations of these requirements can be identified.
3. A sub-committee of ACPAT (Administrative Committee in Planning and Transportation) has been established with the National Capital Commission and the provincial Ministry of Municipal Affairs to coordinate efforts of the three governments in long range planning.
4. The National Capital Commission undertook in a preliminary fashion, three studies which relate to this project. One is a look at the Capital in 2050. Another examines, more specifically, the notion of a "Green Capital" and the role of greenspace in its future. The third deals primarily with the mandate of the National Capital Commission in the long term. The Commission's current work in this area concentrates on looking at a role for the existing greenbelt.
5. Finally, discussions have included Planning, Transportation, Environmental Services, Property Services, Finance and Legal Departments.

1.3 Issues Raised in the Consultation Process

Most participants in the consultation process support looking at the future of Ottawa-Carleton beyond the 25 year horizon of the Regional Official Plan. The support was generally for the same reasons. However, some concerns were raised during the consultation which merit attention. These are discussed below and relate to the following:

- i) the mandate of the study
- ii) the time frame of the study
- iii) assumptions of the study

2.1 Mandate of Study

Some participants felt that the "Opportunities for the Future" study was too narrow in its approach. This study looked at the regional land requirements for infrastructure but did not probe in great detail how changes in technology, environmental issues, changing energy supplies, international population growth and so on will affect the way we live, work and set our priorities. While these concerns are valid, it was difficult for individuals to articulate how this particular study could act as a vehicle to address them.

2.2 Time Frame of Study

The "Opportunities for the Future" study examined regional land requirements fifty and one hundred years into the future. This presented difficulties for many people. First it was suggested that the large range of plausible trends in population, detracts from our ability to associate a particular population with a given year. This is a valid criticism. However, the emphasis should be on the possibility of providing for population thresholds rather than the year in which they might be achieved. Secondly, some people distrust a study that looked so far into the future. No study of this nature can pretend to foresee what will happen so far in the future. Further, the study did not pretend to be a comprehensive look at all possible scenarios. Rather it accepted the inevitability of continued urban growth and proposed a way in which the quality of life, particularly related to greenspace, could be maintained.

2.3 Assumptions of Study

Concern was expressed that some of the assumptions of the "Opportunities for the Future" study imposed a constraint on three equal sized urban centres outside the greenbelt boundary was considered particularly confining. Some participants would have liked to have examined alternative patterns of growth that would result in significantly different requirements. Three possible options were suggested:

1) substantially more development in the greenbelt; 2) a more scattered growth option based on expansion of villages; and 3) unequal sized urban centres. However, this misunderstands the nature of the study. It is not intended to be planning policy. Substantially more development can occur within the greenbelt if society chooses to live at higher densities. If one urban centre grows more quickly as Orleans has done in recent years, it will be larger than the other centres.

To address these concerns, outlined below are the implicit assumptions that directed the analysis. To a large extent these principles have already been established in the regional official plan:

1. Greenspace - the greenbelt, public open space on rivers, natural environment areas and linear open spaces through communities make major contributions to the high quality of life in Ottawa-Carleton. These must be protected from development and represent a tradition that should be built upon.
2. Urban structure - urban areas, comprised of a number of communities, should achieve a size sufficient to afford a high level of services and employment in order to provide the opportunity to live and work in the same urban area. This will result in less demand for cross regional travel.
3. Urban form - communities should achieve a density of development which permits convenient and efficient transit service, pedestrian orientation and a full range of housing types. Greenbelts can contribute to the achievement of these densities within their boundaries by containing urban development. They can also separate an urban area and enhance community identity. In addition, concentrating urban development will avoid indiscriminate sprawl into rural and resource lands.
4. Public transit - it is assumed that developing a convenient and effective public transit system is a greater priority than providing major roads and freeways.
5. Regional infrastructure - it is assumed that the Region will provide water, sewer and transportation services in a manner to minimize their cost and disruption to the community in general.

6. Population growth - it is assumed that the corporation cannot place a ceiling on population growth in the Region. This report is based on an objective to accommodate whatever development emerges, in a way that maintains or enhances the quality of life in Ottawa-Carleton.
7. Changes in technology - the "Opportunities for the Future" study is based on today's technology for the delivery of regional services (water, sewer, roads and transit). It is likely that this assumption will result in the maximum level of demand i.e. technological change is likely to result in less land being required rather than more. In this eventuality surplus land can be sold. However, the consequences of not providing for their potential need are far more significant than over-estimating demand.
8. Existing greenbelt - it is assumed that the majority of greenbelt lands are being used for purposes that will continue (e.g. airport) or are environmentally sensitive (e.g. Mer Bleue). Even if opportunities arise to develop some of these lands, the greenbelt as we know it will be largely maintained.

2.4 Conclusions

The regional staff agrees is that the assumptions underpinning the original "Opportunities for the Future" report are valid and provide a firm foundation on which to build the greenspace 2000 proposal. They are based on the objectives of the regional official plan extrapolated into the future in combination with an assumptions that the demand for services will continue along current trends. Traditionally analyses are done in this fashion so as not to underestimate demand.

In conclusion, the consultation process was useful as a forum for exchanging ideas, for informing agencies and individuals of the long range planning exercise and for soliciting preliminary comments.

3. BUILDING ON THE GREENBELT TRADITION

3.1 Consultation Summary

The report "Opportunities for the Future" identified in a conceptual fashion, a second greenbelt to contain urban development in each of the three urban centres outside of the existing greenbelt. It also incorporated two wedges of greenspace to separate the east from the south and the west from the south urban centres.

The concept generated a great deal of discussion during the consultation with interest groups and agencies. The comments can be summarized as follows:

Potential Advantages of a Greenbelt as submitted during Consultation

- i) We should build on the green image of Ottawa-Carleton as it contributes so much to the high quality of life in the Region;
- ii) A greenbelt shapes urban areas by containing development. It helps to define a community in a broad sense. It also reduces indiscriminate urban sprawl along transportation corridors;
- iii) A second greenbelt would provide the opportunity to protect areas of resource significance, particularly environmental areas and river corridors.
- iv) Related to the above, it is important to protect habitat for flora and wildlife. To be effective, habitats should be of a significant size and connected to others by linear corridors;
- v) A greenbelt scheme provides areas for activities such as hiking, cycling and cross country skiing.

Potential Disadvantages of a Greenbelt submitted during Consultation

- i) The greenbelt does not contain sprawl. Development leapfrogs the greenbelt and in the final analysis results in a net reduction in overall densities of the whole urban area.
- ii) It is expensive to provide services through an undeveloped greenbelt to development beyond its boundaries. Ultimately a greenbelt increases the costs of development;
- iii) Radial linear corridors would be more effective than a belt. They would be more effective in protecting habitat because they would be subject to less disruption by transportation and utility corridors;
- iv) Acquisition would be expensive.

Other comments

- i) Parts of the existing greenbelt should be sold off to provide some financing for an additional greenbelt. This could be accomplished without destroying the integrity of the existing open space by establishing appropriate criteria.
- ii) As a priority a wedge of greenspace should be provided between the South Urban and West Urban Centres.
- iii) Before embarking on a greenbelt program, the existing greenbelt should be evaluated in terms of its advantages and disadvantages.

4. LAND REQUIREMENTS FOR INFRASTRUCTURE

4.1 Consultation summary

Preliminary discussions have been held with municipalities on the specific requirements in their areas. This will require further work. In many ways it is difficult to identify the exact location of these facilities except within the context of a broader planning study. The discussion at the consultation stage was related to whether or not all options had been considered, especially with respect to technology. Staff agree that technologies change and behaviour changes but providing a corridor in advance, ensures the greatest amount of flexibility in the future.

AMENDMENT 19

OFFICIAL PLAN (1988) OF THE
REGIONAL MUNICIPALITY OF OTTAWA-CARLETON

PURPOSE

The purpose of Amendment 19 is to add a new schedule, Schedule I to the Regional Official Plan, to designate a Regional Greenspace system and to provide for its possible acquisition.

BASIS

The Regional Municipality of Ottawa-Carleton has undertaken a long range planning study to identify open space and corridor requirements. A primary objective of the Regional Official Plan is to provide for development while maintaining the high quality of life; a quality of life based in part on greenspaces and preservation of the natural environment. For this reason, before development pressures make it impossible, it is the intent of the Regional Municipality of Ottawa-Carleton to set aside land to create a regional green space system beyond the three urban centres outside the existing federal greenbelt. Some of the land identified may also have the potential for development for low density business and research parks and institutions.

THE AMENDMENT

1. Schedule I, Regional Greenspace System, is hereby added to the Regional Official Plan (1988) as shown on Schedule "1" attached.
2. The Official Plan (1988) of the Regional Municipality of Ottawa-Carleton is hereby amended by adding a new part, Part 12: Regional Greenspace System, as follows:

"PART 12: REGIONAL GREENSPACE SYSTEM"**12.1 Introduction**

To ensure the long term attractiveness of Ottawa-Carleton, based on a high quality of life, Council proposes setting aside a Regional Greenspace System beyond the three Urban Centres in the west, south and east.

This has been identified based on 1) the natural characteristics of the land: areas of environmental significance and areas of scenic quality; 2) the need to provide a physical separation between the developing urban centres outside the existing federal greenbelt; 3) the

ability to provide wildlife links between large areas of species diversity and 4) the requirement to provide linear corridors for recreation purposes 5) potential opportunities for economic development in the long term.

In summary, the regional interest is in:

1. The continued attractiveness of Ottawa-Carleton as the basis for its quality of life.
2. The protection of the environment.
3. The provision of the opportunity for economic development.
4. The provision of the opportunity for the continued growth of the 3 urban centres.

12.2 Objectives for the Regional Greenspace System

Based on the discussion above, Councils objectives for the Regional Greenspace System are:

1. To protect a greenspace beyond the West, South and East Urban Centres.
2. To provide recreation corridors for walking, cycling, cross country skiing and other passive activities.
3. To provide wildlife links between large environmental areas and between the federal and regional greenbelts.
4. To provide greenspace to separate the urban centres from each other.
5. To provide opportunities for economic development in the form of research and business parks, educational facilities and other institutions.
6. To provide opportunities for the continued growth of 3 urban centres over the long term.

12.3 Policies for the Regional Greenspace System

The policies required to support Council's objectives in the Regional Greenspace System include the designation of the area and the provision of policies for the acquisition of the Regional Greenspace System.

The Regional Greenspace System is designated on Schedule I. The same land has an additional designation on Schedules A or B and possibly Schedule G. The effect of the policy below is to allow Regional Council to consider whether or not the land should be acquired when a development application is made, in the Regional Greenspace System. Policies provide for negotiation with the owner and in the event of no agreement being reached the possibility of the price being determined under the Expropriations Act.

In addition policies provide for Council to acquire land and enter into other agreements at any time.

In summary:

1. The Regional Greenspace System designated on Schedule I may be used according to the designations on Schedule A except as provided in policy 2.
2. When considering local official plans, plans of subdivision, plans of condominium, severances, zoning by-laws, and site plans or amendments to one or more of them, Council shall consider the necessity of acquiring the lands to ensure its objectives are met.
3. If under policy 2 Council determines it wishes to acquire the land, Council, except in Natural Environment Areas where policy 3 of Section 5.3.6 applies:
 - a) will negotiate a price with the landowner. If no agreement can be reached, with the concurrence of the landowner, will have the price determined in accordance with the Expropriations Act;
 - b) may acquire the property through expropriation in accordance with the Expropriations Act;
4. At any time, Council may acquire land within the Regional Greenspace System and enter into agreements with landowners within the Regional Greenspace system to purchase their land, to provide access across the land or for any other purpose that ensures the integrity of the Regional Greenspace System."

AMENDMENT 20

OFFICIAL PLAN OF THE
REGIONAL MUNICIPALITY OF OTTAWA-CARLETON

PURPOSE

The purpose of Amendment 20 is to add a new Schedule, Schedule J to the Regional Official Plan, to designate Future Transportation Corridors.

BASIS

The Regional Municipality of Ottawa-Carleton has undertaken a long range planning study to identify open space and corridor requirements in the future. Effective long range planning will allow the Region to develop a system of corridors with some flexibility. Planning in advance of development can identify the most appropriate route and prevent conflicts between land uses at a later stage.

This Amendment provides the conceptual location of future transportation corridors for freeways and transitways. When any land use changes are proposed in these areas, the exact location and designation on the appropriate Schedule must be put in place.

THE AMENDMENT

1. Schedule J, Future Transportation Corridors is hereby added to the Regional Official Plan (1988) as shown in Schedule "1" attached.
2. Part II: Transportation is hereby amended by adding a Section 11.7 Future Transportation Corridors as follows:

"11.7 Future Transportation Corridors"

It is the intent of Council to identify the future locations of Major Transportation Corridors in a conceptual fashion in this Plan. Prior to approving any land use changes in these areas, in the form of local official plans, plans of subdivisions, plans of condominium, severances, zoning by-laws and site plans Council will ensure that the exact corridor requirements have been defined.

In summary:

29. Future Transportation Corridors are designated on Schedule J.

30. Future Transportation Corridors are intended to accommodate transitway rights-of-way and freeways.
31. When considering local official plans, plans of subdivision, plans of condominium, severances, zoning by-laws and site plans or when considering an amendment to this plan, having the effect of changing the proposed land use in the vicinity of Future Transportation Corridors, Council shall determine:
 - a) whether the proposed use jeopardizes Council's ability to obtain the corridor, and
 - b) whether this is the appropriate time to amend the Regional Official Plan to designate its requirements on one or more of Schedule C1, C2, D1, D2, or E of this Plan."

**SCHEDULE
THE REGION
LA CARTE L
(1988) DE LA**



**OFFICIAL PLAN - SCHEDULE J
FUTURE TRANSPORTATION CORRIDORS
POLICY PLAN**

**PLAN DIRECTEUR - ANNEXE J
PLAN DES POLITIQUES DE
FUTURS CORRIDORS DE TRANSPORT**

**FUTURE TRANSPORTATION
CORRIDORS**

GREENBELT

URBAN AREA



**FUTURS CORRIDORS
DE TRANSPORT**

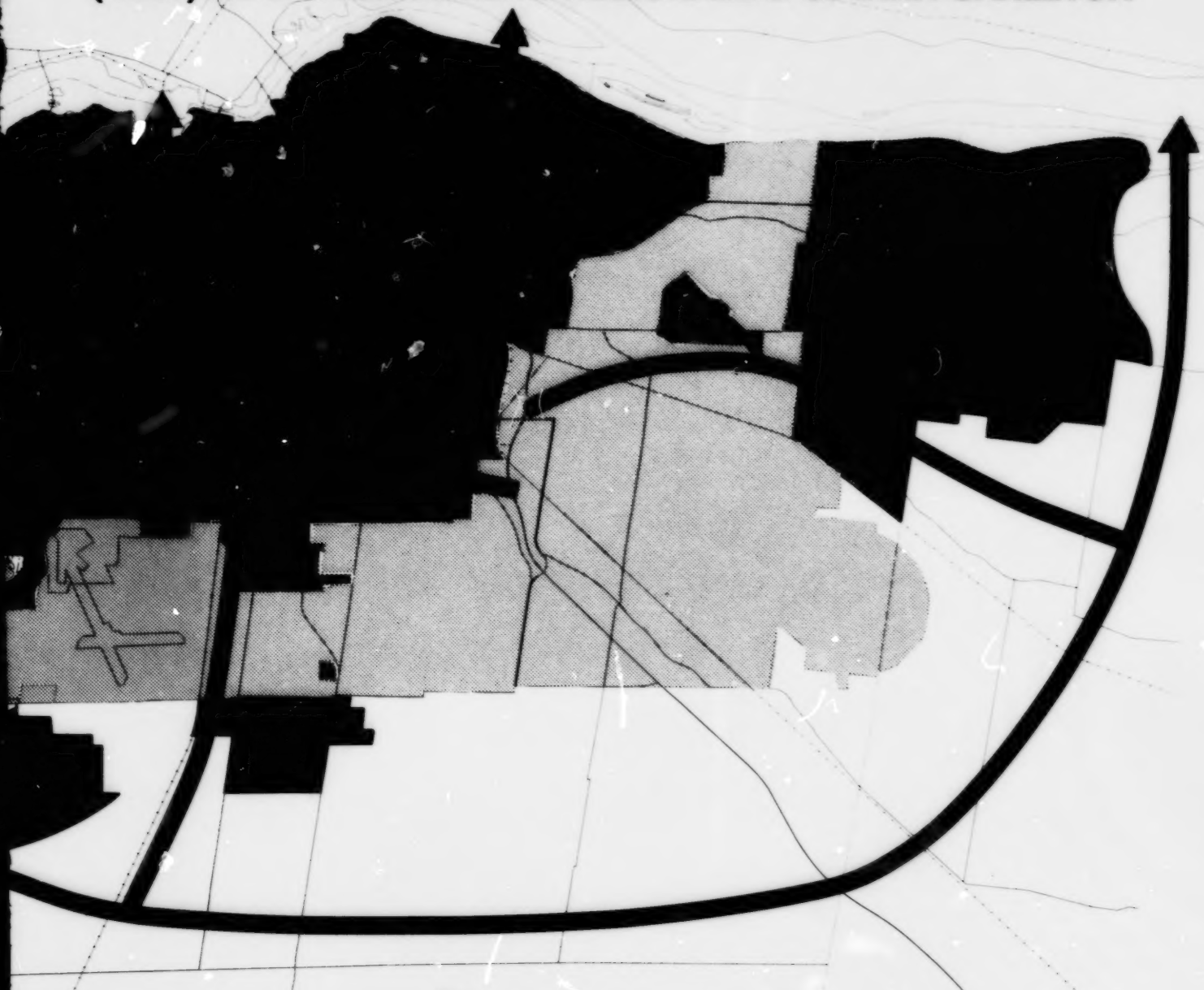
CEINTURE VERDUE

ZONE URBAINE



SCALE 1 : 150,000 ÉCHELLE

**SCHEDULE "1" OF AMENDMENT 20 OFFICIAL PLAN (1988) OF
THE REGIONAL MUNICIPALITY OF OTTAWA-CARLETON
LA CARTE LÉGALE "1" DE L'AMENDEMENT 20 LE PLAN DIRECTEUR
(1988) DE LA MUNICIPALITÉ RÉGIONALE D'OTTAWA-CARLETON**



**FUTURS CORRIDORS
DE TRANSPORT**

CEINTURE VERDURE

ZONE URBAINE

Note:

(1)
This schedule forms part of the
Official Plan of the Regional Municipality
of Ottawa-Carleton and must be read
in conjunction with text.

(2)
This schedule is not intended
to relate the geographic extent of the
urban policy area of Schedule B.

Nota:

(1)
La présente annexe fait partie du Plan
directeur de la Municipalité régionale
d'Ottawa-Carleton et doit être consulté en se
reportant au texte même du Plan directeur.

(2)
La présente annexe n'a aucun
rapport avec l'étendue géographique
de la zone visée par les politiques
en milieu urbain de l'Annexe A.



**MAPS
NOT
FILMED**

**CARTES
OMISES**